



THE



Newsletter for the Update of the Indianapolis-Marion County Comprehensive Plan

## ***MDC adopts first phase of new Comprehensive Plan***

The first phase of the new Comprehensive Plan for Marion County, Indiana has been adopted by the Metropolitan Development Commission (MDC). At its February 20, 2002 hearing, the MDC officially adopted the Indianapolis Insight Plan Community Values Component as the first phase of the update to the city and county's Comprehensive Plan.

The Community Values Component sets forth a framework for development of the second phase of the Comprehensive Plan update. It also includes planning principles, value statements and recommendations for new and revised policies, procedures, programs, and ordinances as they relate to land use or to the mission of the Department of Metropolitan Development.

The Community Values Component also provides an array of supporting information. The document includes chapters on the history of the city and county, environmental conditions and population and housing trends. A glossary of planning terms is also provided.

The Community Values Component was developed through an extensive public input process. Since September 2000, approximately 700 volunteers have contributed over 3600 hours to the planning process.

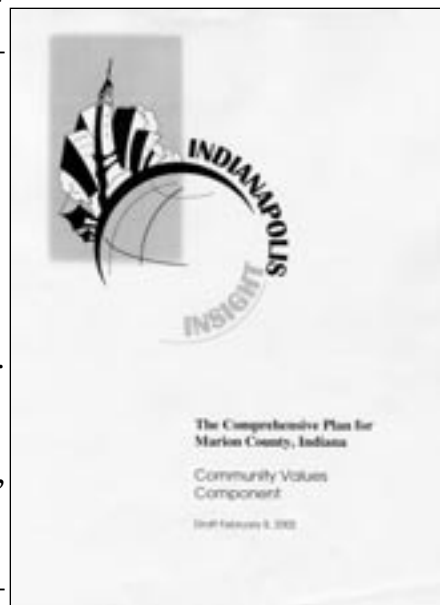
Public input was gathered

through Town Hall meetings and Issues Committees.

Two series of Town Hall Meetings have been held. Each series was conducted in four locations around the city on various nights of the week over a three-week period. The first series, in September and October of 2000, provided insight into the issues and values that Indianapolis citizens have about the development of the city and county.

The second series of Town Hall Meetings was held in October of 2001. This series was held in an open house format where the draft Community Values Component was presented for open discussion.

In between the two series of Town Hall Meetings, eight Issue Committees met to discuss issues and develop goals, recommendations, and standards in their particular  
*Continued on page 4*



## **New Comprehensive Plan a mix of new and familiar land use categories**

Indianapolis Insight introduces a new set of land use categories. Land use categories are one of the fundamental building blocks of the Comprehensive Land Use Maps. Each parcel of land in the County will be labeled with one of these categories as its land use recommendation.

The land use categories from the 1990-1993 Comprehensive Plan

were scrutinized by the Issue Committees and a number of changes were enacted. Some categories were consolidated to better reflect the way in which they were used. New categories were added to better depict historic land uses and to accommodate new development trends. Also, the residential categories were expanded from four to six

*Continued on page 3*

# Neighborhood/corridor plans included in Comprehensive Plan

The update to the Comprehensive Plan will include 33 already developed neighborhood and corridor plans.

Over the years the Indianapolis Division of Planning has worked with neighborhood organizations and business alliances to develop a number of neighborhood and corridor plans. These plans are like the Comprehensive Plan because they make recommendations for appropriate land uses. However, these plans are unlike the comprehensive Plan because they are more detailed and can cover a wider range of issues that are important to specific neighborhoods or corridors.

Neighborhood plans focus on strengthening neighborhoods by involving area stakeholders in a community participation process. The plans typically contain a description of the area including demographic information, history, existing land use and existing building conditions. A neighborhood plan will present a listing of assets and liabilities, and then goals and objectives based on the area's strengths and aimed at improving the weaknesses. Recommended projects and programs are included as further refinements of the goals and objectives. Land use plans and zoning plans are also found in neighborhood plans.

Corridor plans contain the same elements as neighborhood plans but are focused on street corridors. They may involve multiple neighborhoods

along the street.

Neighborhood and corridor plans are adopted by the City as segments of the Comprehensive Plan as provided in State law.

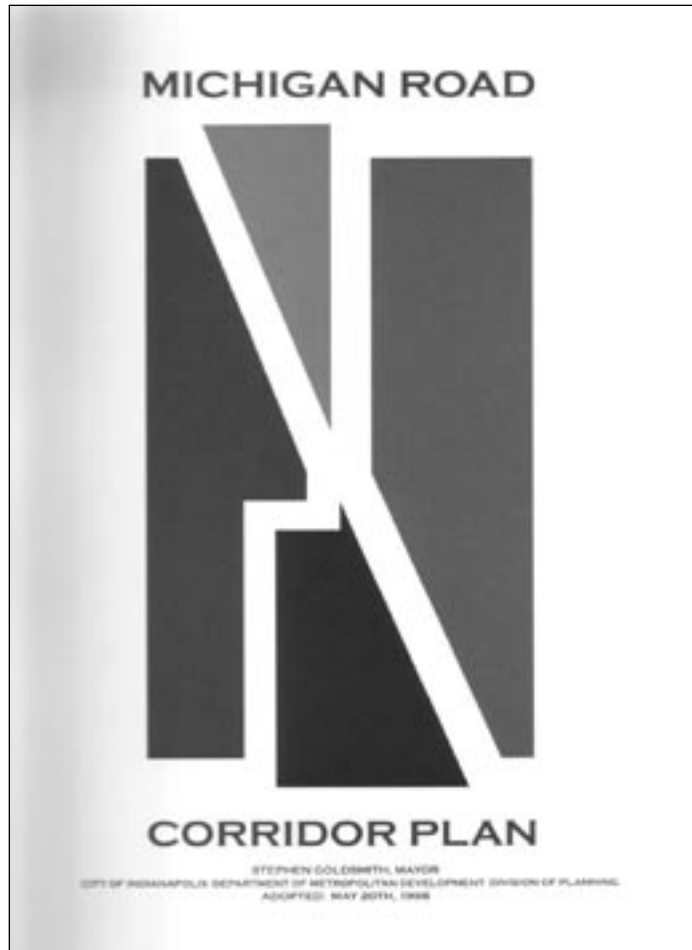
Thirty-three neighborhood and corridor plans will be directly incor-

porated into the Comprehensive Plan update. This is done to avoid duplication and confusion and to retain the higher degree of detail. It is also done out of respect for the time and effort that neighborhood and business groups have put into their neighborhood and corridor plans.

Residents and businesspeople of these neighborhoods may still want to be involved in the update of the Comprehensive Plan. Of particular interest will be how these neighborhoods relate with surrounding areas. Also, proposed land uses such as linear parks that cross neighborhood boundaries will be of interest.

The neighborhood and corridor plans that will be incorporated into the Comprehensive Plan update are:

- 38th and Shadeland
- 38th Street Corridor
- Broad Ripple Village
- Butler-Tarkington
- Citizens/King Park
- Concord
- Consolidated Eastside
- Cumberland
- Eagledale
- Far Eastside
- Highland Brookside
- I-65/County Line Road
- Irvington
- Keystone Avenue Corridor
- Keystone-Kessler
- Lafayette Rd/Coffin Park
- Lafayette Square Area
- Linwood Square
- Mapleton-Fall Creek
- Martindale-Brightwood (Currently under revision)
- Meridian-Kessler
- Michigan Road Corridor
- Minnesota Street/
- Washington Street
- Near North/Fall Creek



*The Michigan Road Plan is one of 33 sub-area plans.*

porated into the Comprehensive Plan update. This is done to avoid duplication and confusion and to retain the higher degree of detail. It is also done out of respect for the time and effort that neighborhood and business groups have put into their neighborhood and corridor plans.

Residents and businesspeople of these neighborhoods may still want to be involved in the update of the Comprehensive Plan. Of particular

Nearwestside  
North Meridian Corridor, Section Six  
Pendleton Pike Corridor  
R/ROSS  
Regional Center (Currently under revision)  
Southeast Indianapolis  
United Northeast  
U.S. 31 and South Madison Avenue Corridor  
West Indianapolis

# Land use categories

*Continued from page 3*

to allow for finer distinctions among housing densities.

These land use recommendations, along with current local conditions, the character of existing structures and uses, the conservation of property values, and the tenets of responsible development and growth are used by the Metropolitan Development Commission in its decisions concerning land use and zoning.

Some of the new or changed land use categories are Urban Mixed-Use, Village Mixed-Use, Airport Related Mixed-Use, Floodway and Environmentally Sensitive.

Urban Mixed-Use consists of existing areas of densely developed, pedestrian oriented, mixed-use (primarily commercial) development within the historic central city and first generation suburbs. The development pattern varies from location to location but typically includes multi-story buildings located at or near the right-of-way line, with entrances and large windows facing the street. Original building uses were retail and services on the ground floor with offices or apartments on the upper floors. Future development in these areas should maintain the historic fabric of the existing development. This category could also be used in areas where it is appropriate to replicate this older style of development.

Village Mixed-Use areas are intended to strengthen existing, historically rural, small towns and cities within Indianapolis as neighborhood gathering places. A wide range of small businesses, housing types, and public and semi-public facilities should be allowed. This category could also be used in areas

where it is appropriate to replicate this style of development. Potential development in these areas should focus on design issues related to architecture, building size, parking, landscaping and lighting to promote a pedestrian-oriented “village” or “small town” atmosphere, rather than focusing on residential density. Strip commercial, large-scale freestanding retail uses and heavy industrial development are generally inappropriate within this land use category.

dation and should not be developed. Nonconforming uses currently within a floodway should not be expanded or altered.

Environmentally Sensitive will be a secondary land use classification, meaning that it will overlay other land use categories. This category consists of land possessing special environmental or potentially valuable natural characteristics that require careful attention with regard to development proposals. Steeply sloped areas, high-quality wood-



*At 7.5 units per acre, these new bungalows are an option for the new land use category “Residential Development greater than 5 and less than 8 units per acres.”*

Airport Related Mixed-Use consists of commercial and industrial land uses that are considered complementary to airport development. Residential development is inappropriate within this district.

The existing Urban Conservation land use category will be replaced on the new land use maps by two new categories: Floodway and Environmentally Sensitive.

The Floodway category is for those areas within the flow of a 100-year-flood. They exhibit a great potential for property loss and damage or for water quality degra-

lands, wetlands, significant aquifers, or other waterbody resources are examples of this designation.

The residential land use categories underwent some significant changes.

The existing 5 to 15 residential units per acre land use classification is split into two categories. The first is Residential Development greater than 5.00 and equal to or less than 8.00 units per acre. In suburban and rural areas this is a common multi-family density and is typically the highest density single-family cat-

*Continued on page 4*

## Indianapolis Insight Steering Committee

Harold Anderson, Metropolitan Development Commission  
 Bob Bork, Greater Allisonville Community Council  
 Edward Bowes, Pike Township Metropolitan School District  
 Thomas Bruns, Indianapolis Water Company  
 Cathy Burton, Marion County Alliance of Neighborhood Associations  
 Joe Calderon, Land Use Committee of the Indianapolis Bar Association  
 Moira Carlstedt, Indianapolis Neighborhood Housing Partnership  
 Elmo Carver, Franklin Township Community School District  
 Alicia Craig, National Audubon Society, Amos W. Butler Chapter  
 Mark Dewart, Sierra Club, Heartlands Group  
 Carl Drummer, Center Township Trustee  
 Ed Frazier, Town Board President, Town of Speedway  
 Andrea Gilland, Historic Urban Neighborhoods of Indianapolis  
 Guy Hayes, United Way/Community Service Council  
 Abbe Hohmann, Plat Committee  
 Karen Celestino Horseman, City-County Council  
 Lamont Hulse, Indianapolis Neighborhood Resource Center  
 Lacy Johnson, Indianapolis Airport Authority  
 Sam Jones, Urban League of Indianapolis  
 Francine Kelly, Indianapolis Children's Museum  
 Charles Kindermann, Indianapolis Senior Citizens Center  
 Michael Lawson, Indianapolis Regional Economic Development Partnership  
 Lee Lewellen, Central Indiana Regional Citizens League  
 Marcia Matthieu, Marion County Soil & Water Conservation District  
 Jeffrey Miller, Earth Day Indiana  
 Jesse Moore, Indianapolis Black Chamber of Commerce  
 John Ottensmann, IUPUI-School of Public and Environmental Affairs

## Land use categories

*Continued from page 3*

egory in suburban areas. In urban areas, it is common for both single-family and multi-family development.

The second new category is Residential Development greater than 8.00 and equal to or less than 15.00 units per acre. This density is typically the highest density serviceable in suburban areas. In urban areas, this is the highest density single-family residential category and a common multi-family category.

The existing residential land use categories of 0 to 2 units per acre and 2 to 5 units per acre have been reorganized into three categories: 0 to 1.75, 1.75 to 3.5, and 3.5 to 5 units per acre.

Residential Development greater than 0.00 and equal to or less than 1.75 units per acre is consistent with rural development patterns and could also limit the impact of development on property with extreme topography or other significant environmental considerations such as floodplains, wetlands and old-growth woodlands. Additionally, this density would be conducive to agriculture and estate development.

Residential Development greater than 1.75 and equal to or less than 3.50 units per acre is a typical density for single-family residential development in suburban areas of



*The Fountain Block, built in 1902, now houses a branch library on the ground floor with senior apartments above; an example of the Urban Mixed-Use category.*

the City. However, development at this density should not take place in areas where surrounding development patterns exhibit characteristics suitable for higher densities (property on mass transit corridors, near concentrations of employment, or near major commercial centers, for example).

Residential Development greater than 3.50 and equal to or less than 5.00 units per acre is consistent with single-family residential development in suburban areas of the City and in transitional areas between suburban and urban areas.

Other Land Use Categories are Residential Development greater than 15 units per acre, Office Commercial Uses, Community Commercial Uses, Regional Commercial Uses, Heavy Commercial, Light Industrial, General Industrial, Park, Linear Park and Special Use.

## First phase

*Continued from page 1*

topical area. Each committee was comprised of 30 to 40 experts, city staff persons and Indianapolis citizens. The Issue Committees each met eight to nine times beginning in late January 2001. The Community Values Component was largely

developed from the deliberations of the Issue Committees.

Copies of the Community Values Component are available from the Department of Metropolitan Development, Division of Planning. See the order form on page 7.

# Mapping standards provide framework

A set of mapping standards has been created as a framework upon which to build the Comprehensive Land Use maps. The mapping standards were developed through the deliberations of the Issue Committees as informed by the direction of the Steering Committee and principles of good planning.

The mapping standards will help provide consistency among the land use maps and will remind the framers of the maps of the wide range of considerations they must keep in mind as they do their work.

Among the 42 mapping standards are those dealing with water quality, transportation, mix of land uses, parks and community services.

Some examples are:

"Recommend land uses in well-fields that are less polluting uses such as parks, open space, residences and office developments." Marion County's wellfields are the source of an increasing percentage of the County's drinking water. Commercial and industrial uses can be built with sealed floors, secondary containments and other structural modifications to prevent contamination of the ground water. However, the most reliable way to avoid possible contamination is to locate potential pollutants away from the resource areas as much as reasonably possible.

"Within floodplains, propose land uses that are likely to have the least impact on increasing flooding and are likely to be the least impacted by flooding." Appropriate land uses with the floodplains can decrease the risk of flooding and minimize damage when flooding occurs.

"Native forest fragments, riparian corridors, stands of native trees,

wooded wetlands and important urban and pioneer woodlands should be depicted as Environmentally Sensitive Areas." Preservation of trees is in the public interest because of their function in reducing air pollution through absorption of carbon dioxide and gaseous pollutants and the filtering of particulates. Wooded areas modify extremes of noise, temperature and humidity, and protect against soil erosion by catching and holding precipitation in both the leaves and root systems. Stands of trees also preserve water quality through absorption of nitrogen and filtering of nutrients, sediments and pollutants and through the cooling of streamwater in summer. They provide wildlife habitats and areas for recreation as well as offering economic and aesthetic benefits.

"Provide a park within one mile of each residential development." Each neighborhood should expect to have a park within convenient walking or bicycling distance.

"Large tracts of undeveloped land near interstate interchanges should be reserved for mix-use industrial and commercial development." Interstate interchanges are appropriate locations for industrial and commercial developments, particularly those geared towards travelers or warehousing. The noise and traffic generated by interstate interchanges limit the value of these areas for residential development.

"Provide reasonable and effective growth areas around major employment centers, Establish sufficient room for viable business areas to expand." Retention of established employers often hinges on the availability of land on which to expand.

*Continued on page 7*

## Steering Committee

Cherrish Pryor, Indianapolis Chamber of Commerce  
Stephen Rink, Decatur Township Trustee  
Thomas D. Schneider, Mayor, City of Lawrence  
Ivan Schumann, Indianapolis Hispanic Chamber of Commerce  
Joseph Slash, IPALCO, retired  
David Smith, City-County Council  
Robert Snyder, American Institute of Architects, Indianapolis Chapter  
Sue Solmos, Near Eastside Community Organization  
Roger Stevens, Builders Association of Greater Indianapolis  
Steve Sullivan, Metropolitan Indianapolis Board of Realtors  
Jeff Swenson, Warren Township Metropolitan School District  
William Taft, Southeast Neighborhood Development  
Ed Treacy, Metropolitan Development Commission  
Douglas Trolson\*, Greater Allisonville Community Council  
Nannette Tunget, Mayor, City of Southport  
J. Warner Wiley, Mayor, City of Beech Grove  
Barry Wood, Washington Township Assessor

\*Douglas Trolson passed away on February 2. He was the citizen chairperson of our Transportation and Infrastructure Issue Committee. In that role, he was dedicated to fairness, clarity of thought, and a better future for Indianapolis and its neighborhoods.

Bob Bork will assume Doug's position on the Steering Committee.

## Comprehensive Planning Staff

Keith Holdsworth, Principal Planner  
Russell McClure, Senior Planner  
Dennis Slaughter, Senior Planner  
Robert Uhlenhake, Senior Planner  
Alice Gatewood, Planner  
Gina Bush Hayes, Planner

317.327.5111

# Meetings

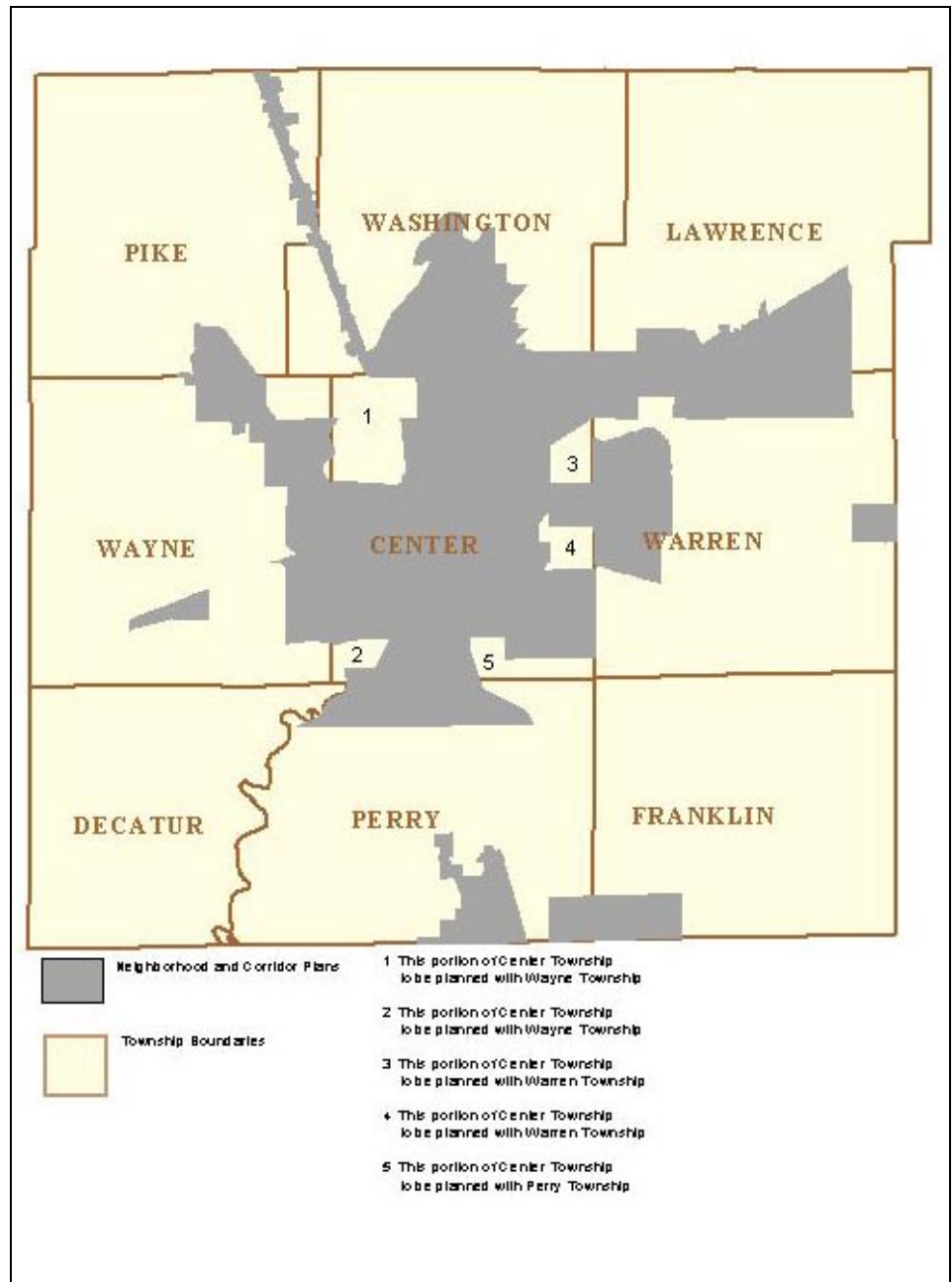
*Continued from page 8*  
and land use maps from neighboring jurisdictions.

Participants will also benefit from the framework provided in the Community Values Component and from the expertise of the planning staff.

In some of the larger, undeveloped areas, planning participants will have the opportunity to develop various scenarios. The scenarios will then be evaluated against criteria developed from the Community Values Component. This will give the participants a better idea of the trade-offs they are being asked to consider.

When complete, the Land Use Recommendation maps will be adopted by the Metropolitan Development Commission.

Notification of the planning meetings will be sent to all of the 1500+ persons on the Indianapolis Insight mailing list. To add names to that list, please contact the Division of Planning at 327-5151. Meeting dates, times and locations will also be posted on the Indianapolis Insight webpage at [www.indygov.org/indianapolisinsight](http://www.indygov.org/indianapolisinsight).



## New planners join Comprehensive Planning staff

The Division of Planning Comprehensive Planning Section welcomes two new Senior Planners. Russell McClure and Robert Uhlenhake have joined Comprehensive Planning staff and are looking forward to being involved in the Land Use Mapping process.

Russ has transferred to the section from the Division of Planning's Information Resources and Policy Analysis section. He has also worked for the Division's Current

Planning section.

Robert was previously a Planner with the Division's Sub-area Planning section. While a member of that team he worked on the Far Eastside Neighborhood Plan and had the primary responsibility for the Linwood Square Neighborhood Plan.

Russ and Robert have filled

positions previously held by Kevin Gross and Bill Peeples.

Kevin has taken a job with the Allen County Department of Planning Services.

Bill was promoted to the position of Chief Planner and Subdivision Administrator in the Current Planning Section of the Division of Planning.

Use this form to order the Indianapolis Insight Plan, Community Values Component and/or the Indianapolis Insight Land Use Mapping Handbook.

The Community Values Component guides development of the second phase of the Comprehensive Plan update and includes planning principles, value statements and recommendations for new and revised policies, procedures, programs, and ordinances. The first copy is available free of charge. Additional copies are \$5.00.

The Land Use Mapping Handbook is a short, user-friendly guide to the land use mapping process. The Land Use Mapping Handbook is available free of charge.

To receive copies of these documents, please return this form to:

Division of Planning, Comprehensive Planning Section

1841 City-County Building

200 East Washington Street

Indianapolis, IN 46204

Name \_\_\_\_\_

Address \_\_\_\_\_

City, State Zip \_\_\_\_\_

\_\_\_\_\_ Indianapolis Insight Plan, Community Values Component

\_\_\_\_\_ Indianapolis Insight Land Use Mapping Handbook

## Mapping standards

*continued from page 5*

“Recognize that the incremental conversion of residential properties to commercial uses along major corridors can create commercial strips that often negatively impact adjacent properties and neighborhoods.” “Commercial creep” can disrupt otherwise stable neighborhoods.

“Distribute community assets and services throughout Indianapolis.” There should be a broad array of community services in each part of the community. Such assets and services would include social services, recreation, childcare, healthcare, and education opportunities.

“Provide for the transition of land uses between residential areas and more intense uses.” Offices,

service-related commercial uses and multi-family housing should be used to create a transition between single-family developments and more intense land uses such as large retail centers or industrial sites.

“Recommend residential densities in the 8 to 15 units per acre category for areas near proposed light rail stations.” Medium to high housing densities and mass transportation mutually support each other. A complete and convenient mass transit system helps reduce air pollution and traffic congestion.

The mapping standards will challenge the framers of the new land use maps to consider the many varied and complex factors that lead to good city development.

The mapping standards can

be found in both the Community Values Component and the Land Use Mapping handbook. These documents are available from the Division of Planning. For an order form, see the top of this page.





**The View: Newsletter for the Update  
of the Indianapolis-Marion County  
Comprehensive Plan**

City of Indianapolis  
Comprehensive Planning  
200 E. Washington St., Suite 1841  
Indianapolis, IN 46204

---

## Township-based planning meetings open to all

The land use mapping phase of the Indianapolis Insight Plan will be marked by an extensive schedule of public meetings.

The meetings will be open to all Marion County citizens who wish to be involved.

Approximately nine meetings will be held in each planning area. If more meetings are needed to complete the work, more meetings will be added to the schedule.

The planning areas are loosely based on townships. Areas with neighborhood or corridor plans will not be re-planned. (See article on page 2.)

The land use meetings are expected to begin in late April or May. It will then take up to three years to get around to every township. The order in which the

township meetings will be held has not been determined yet. That determination will be made by the Indianapolis Insight Steering Committee.

The first meeting in each township will be an overview of the planning process. Planning handbooks will be made available to help participants keep everything in mind. (If you'd like a copy of the planning handbook in advance, see the order form on page 7.)

After the overview, we intend to get right down to work making land use recommendations at that first meeting. It is anticipated that in the first through seventh meetings, participants will start with the more established areas and work their way into less established areas where the future land uses are less

clear-cut. Each meeting will build upon the last.

The seventh through ninth meetings will be used to work on critical areas. Critical areas are those areas that exhibit an unusual character, important location, or significant infrastructure need that warrants a high degree of scrutiny. Critical area recommendations address significant land use issues that require more detailed information that what is generally shown of the Land Use maps.

Participants will have a number of resources to help them make their land use recommendations. The professional planning staff will provide aerial photography, maps of existing land uses and environmental features, transportation maps,

*Continued on page 8*